

Warren County
Mass Care Annex
ESF #6



Office of Emergency Services
1340 State Route 9
Lake George, NY 12845

Advisory

This plan represents general guidelines, which can be modified by emergency personnel as appropriate. This plan does not create any right or duty that is enforceable in a court of law.

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Warren County Mass Care Plan

Disclaimer: This plan is intended to support the general public as well as the People with Access and Functional Needs (PAFN) community in Warren County by providing awareness and guidance to support many identified PAFN needs. There is no guarantee that the public agencies will be able to respond to the needs of everyone. Effective action during a disaster implies the preparedness efforts on the part of every individual to the best of their ability, their caretaker, and/or their responsible facility.

Introduction

Purpose

The Warren County Mass Care Plan provides guidance for coordinating and maximizing resources to support mass care and shelter operations across the county and ensure all populations seeking mass care and shelter services receive adequate and appropriate accommodations. This plan is a scalable framework that can be implemented during all types of incidents, regardless of size and scope. This plan improves the efficiency and sustainability of shelter operations and resource utilization across the county by improving information sharing and enhancing the common operations related to the activation and operation of shelters.

In addition, Warren County is committed to meeting the mass care and shelter needs of all residents, including those with access and functional needs, to the maximum extent possible. The Warren County Mass Care Plan improves the efficiency and sustainability of shelter operations and resource utilization across the county by improving information sharing and enhancing the common operating picture related to the activation and operation of shelters. The Warren County Mass Care Plan describes how local communities, state agencies, and mass care and shelter partners will communicate, coordinate, and share information to improve situational awareness of mass care and shelter needs across the county. Having better information at the state-level on mass care and shelter needs will allow providers to make informed decisions related to activation and operation of shelters and prioritizing resources in support of a region.

Scope

Local shelter planning is the foundation of all mass care and shelter efforts and capabilities in Warren County. This plan is designed to supplement existing local or regional shelter plans. This plan builds upon established mass care and shelter capabilities at the local, regional, and state-level and applies to state agencies and other partners with a role in mass care and shelter coordination and operations in the county. This plan is intended to address the needs of the general public as the PAFN population.

Policy

It is the Policy of the county to develop plans and procedures to address all citizens and visitors of Warren County, including those with Access and Functional Needs. In accordance with Title II of the Americans with Disabilities Act of 1990 (ADA) and in keeping with the whole community approach to understanding and meeting the needs of all members of the community, the following policies shall pertain to mass care and shelter operations across Warren County:

- The access and functional needs of all citizens are addressed in the most inclusive manner throughout the county.
- Everyone seeking mass care and shelter services is welcomed and accepted at shelter facilities
- Facilities used for shelter operations will comply with Warren County guidance.

Warren County is responsible for the planning and preparation to meet the needs of the Access and Functional Needs population during disaster operations and will take every effort to ensure all their needs are met.

Mass Care Committee

Primary

Title

Emergency Services Coordinator
 Fire Coordinator
 Emergency Preparedness Coordinator
 Director of Emergency Preparedness
 Commissioner
 Disaster Program Manager
 Director of Community Services
 VOAD Coordinator

Entity

Office of Emergency Services
 Office of Emergency Services
 Public Health
 Glens Falls Hospital
 Social Services
 American Red Cross
 Mental Health
 Office of Emergency Services

Secondary

State Veterinarian
 Superintendent of Public Works
 Sheriff
 911 Coordinator
 Director

NY Ag & Markets
 Department of Public Works
 Warren County Sheriff's Office
 Warren County Sheriff's Office
 Office for the Aging

Technical Specialists

Glens Falls Association of the Blind
 Open Door Mission
 American Red Cross
 Deaf/HOH Community
 SAIL

Other Organizations

NYSOEM
 NYSDOH
 The Arc
 New York State Police
 Long Term Care Council

Authorities and References

Authorities and references for the development and implementation of the support services for the Access and Functional Needs population, including preparedness, alert and warning, transportation and evacuation, care and sheltering include:

Federal

- Americans with Disabilities Act (ADA)
- ADA Amendments Act (ADAAA)
- Americans with Disabilities Act Accessibility Guidelines (ADAAG)
- National Incident Management System (NIMS)
- Joint Commission on Accreditation of Healthcare Organizations (JCAHO)
- American Red Cross (ARC)
- National Response Framework (NRF)
- National Infrastructure Protection Plan (NIPP)
- Executive Order 13347 Individuals with Disabilities in Emergency Preparedness
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988
- Post-Katrina Emergency Reform Act
- Federal Communications Commission – Emergency Alert System Rules
- SARA Title III – 1986 Superfund Amendment and Reauthorization Act
- Homeland Security Act of 2002
- Homeland Security Presidential Directive 5
- Section 508 of the Rehabilitation Act of 1973
- H.R. 5441 (PL 109-295), Section 689: Individuals with Disabilities

New York

- Executive Law Article 2-B
- NYS Office of Temporary & Disability Assistance (OTDA)
- NYS Office for the Aging
- Office of Children and Family Services
- Office for People with Developmental Disabilities

Warren County

- Warren County Comprehensive Emergency Management Plan (CEMP)
- Warren County Special Needs Registry

Assumptions and Considerations

Planning Assumptions

The Warren County Office of Emergency Services (OES) is the primary agency responsible for the inclusion of Access and Functional Needs considerations in the Warren County Comprehensive Emergency Management Plan. PAFN will likely be a large percentage of the evacuee population and will need additional assistance for alert and warning, transportation and evacuation, and care and sheltering. Key components highlighted in this annex will be covered in more extensive detail in each of the respective functional annexes. Community resources such as interpreters, health care personnel and housing managers will provide assistance to members of the access and functional needs community and emergency response personnel who require their assistance. Local health care organizations will play a major role in PAFN services during a disaster in coordination with the efforts of the Operational Area. Collaboration and partnerships with functional needs stakeholders will build community resource capacity for preparedness, response, recovery and mitigation. Mutual-Aid Agreements with neighboring jurisdictions may provide additional emergency capacity resources. Some members of the functional needs community may have to be evacuated without or separated from the durable medical supplies and specialized equipment they need (i.e., wheelchairs, walkers, telephones, etc.). Every reasonable effort should be made by emergency managers and shelter providers to ensure these durable medical supplies are made available or are made accessible to community members.

Definition of “People with Access and Functional Needs”

People with Access and Functional Needs (PAFN) are defined as those actions, services, accommodations, and programmatic, architectural, and communication modifications that a covered entity must undertake or provide to afford individuals with disabilities a full and equal opportunity to use and enjoy programs, services, activities, goods, facilities, privileges, advantages, and accommodations in the most integrated setting. Access and functional needs include the needs of people with disabilities, as well as individuals who may have additional needs before, during and after an emergency or disaster incident. Individuals in need of additional response assistance may include; those with cognitive, sensory or mobility disabilities, those who live in an institutionalized setting, elderly, children, those from diverse cultures, those with limited English proficiency or non-English speaking, and those with limited transportation.

These actions are in light of the exigent circumstances of the emergency and the legal obligation to undertake advance planning and prepare to meet the disability-related needs of individuals who have disabilities as defined by the Americans with Disabilities Act Amendments Act of 2008, P.L. 110-325, and those associated with them. Accommodating Access and Functional Needs may include modifications to programs, policies, procedures, architecture, equipment, services, supplies and communication methods.

Alert and Warning/Public Information

Specialized alert and warning systems are in place to address the general public as well as the PAFN population. They will be warned by the reverse 911 Hyper Reach, media, Facebook page, website and United Way 211. Many of the PAFN entities have current client lists with detailed information regarding needs, locations and contact information.

Depending on the situation, numerous forms of alert and warning may be required to reach the entire population, including those without hearing, eyesight or speak a different language. The types of important information to deliver to access and functional needs populations include the location of shelters and food, availability of transportation, and health care locations and availability. Considerations for these specific populations will be addressed prior to a disaster event and communicated to the affected populations.

Evacuation

Specific transportation services may be needed for the transport and evacuation of the PAFN population. Evacuation and transportation methods such as school buses and charter buses may not be suitable for members of the PAFN population. Additional resources may need to be called in to address those needs such as transit companies. These specialized companies will also be utilized for their extensive knowledge regarding the location and needs of specific members of the PAFN population within the County.

Care and Shelter

Shelters should be individually evaluated for PAFN compliance. Warren County is responsible for care and shelter functions within the County with assistance from American Red Cross and first responders.

Warren County Population Considerations

In addition to the various types of PAFN populations, each disability or access and functional need may require additional steps for alert and warning, evacuation and care and shelter operations. The table below lists several disabilities and other access and functional needs along with the corresponding additional steps that may need to be taken during a disaster operation.

Additional Considerations for PAFNs

Disability and Other Access and Functional Needs	Additional Considerations and Steps
Children	May be reluctant to follow instruction from strangers. Should never be separated from an adult caretaker. If alone, should be provided with a caretaker immediately and have their situation communicated to Child Welfare Services.
Visually Impaired	May be extremely reluctant to leave familiar surroundings when the request for evacuation comes from a stranger. A guide dog could become confused or disoriented in a disaster. People who are blind or partially sighted may have to depend on others to lead them, as well as their dog, to safety during a disaster.
Hearing Impaired	May need to make special arrangements to receive warnings.
Mobility Impaired	May need special assistance to get to a shelter.
Single Working Parent	May need help to plan for disasters and emergencies.
Non-English Speaking Persons	May need assistance planning for and responding to emergencies. Community and cultural groups may be able to help keep people informed.
People without Vehicles	May need to make arrangements for transportation. (Transportation Section in Resource List)
People with Special Dietary Needs	Should take special precautions to have an adequate emergency food supply.
People with Medical Conditions	Should know the location and availability of more than one facility if dependent on a dialysis machine or other life sustaining equipment or treatment.
People with Intellectual Disabilities	May need help responding to emergencies and getting to a shelter.
People with Dementia	Should be registered in Warren County registry.
People without Home	May be reluctant to leave area. May not trust people, and could be hard to reach.
Bariatric population	May require additional help to assist in relocation or evacuation.
Temporary Functional Needs	For example (short-term disabilities, pregnancy, injuries). There are four home care agencies in Warren County,
Victims of violence	Require a safe place to stay, orders of protection may be compromised, PTSD, immediate safety concerns

Roles and Responsibilities

Overview

Planning for and providing appropriate services for PAFN during disasters is the responsibility of Warren County, specifically OES during emergency situations. The County has the overall responsibility and legal liability to provide for PAFN, but will coordinate services and response efforts with local community groups and organizations who are experienced in providing these services on a day to day basis. Listed below are the departments, agencies and community/non-profit organizations that may play a role during a disaster, along with their respective responsibilities.

Office of Emergency Services

The Warren County Office of Emergency Services has the lead responsibility in planning for effectively responding to the PAFN population during a disaster situation. Specific needs for the PAFN population will be determined during a disaster operation. Specific resources, equipment, personnel and technical information that will support PAFNs during an emergency will be provided.

Warren County Department of Public Health

The Warren County Department of Health is responsible for the implementation and maintenance of cost effective services that safeguard the physical, emotional and social well-being of the people of the County. Maintain volunteer registry through Serve New York.

Office for the Aging

The Warren County Office for the Aging deals with fragile and elderly clients.

Social Services

Social Services would assist with temporary needs, including but not limited to, food stamps, temporary housing, Medicaid, and unaccompanied minors.

Warren/Washington County Community Services

Mental Health

The Disaster Mental Health Team provides mental health volunteers to provide counseling support to those who have recently experienced a disaster.

Volunteer Organizations Active in Disasters (VOAD)

VOAD serves as a central organization for many local non-profit organizations that provide services during disaster operations. Warren County VOAD coordinator will organize the volunteer organizations based on need. VOAD will help with food and shelter, distributing donated goods, caring for pets and making temporary home repairs.

Glens Falls Hospital

Glens Falls Hospital will play a supporting role in caring for the injured or ill that are transported to Glens Falls Hospital. The Glens Falls Hospital Emergency Operations Plan includes provisions for pediatric safe area. In the event of a large scale emergency, Glens Falls Hospital would open an Alternate Care Site.

- Glens Falls Hospital Disaster Mental Health Team for adults and children

New York State Department of Agriculture and Markets

They will offer advice on how to deal with animals, including service animals. Service animal means any animal that is individually trained to do work or perform tasks for the benefit of an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability.

Federal Emergency Management Agency

The Federal Emergency Management Agency (FEMA) is the lead agency for emergency management in the nation. FEMA activates federal Emergency Support Functions (ESFs) when the disaster has expanded beyond the capability of the County and State emergency services. FEMA includes considerations for populations with access and functional needs.

FEMA Office of Disability Integration and Coordination

The purpose of this FEMA office is to integrate and coordinate emergency preparedness, response and recovery for children and adults with disabilities and others with access and functional needs. This office supports people pre-disaster, during disaster and during recovery operations.

Planning/Preparedness

There are many important roles and responsibilities to be filled during this phase. Warren County as well as other volunteer and government agencies will be assisting in planning. Part of Warren County's planning includes the Special Needs Registry. This helps gain access to the PAFN in an emergency situation.

- Develop a general understanding of the Warren County People with Access and Functional Needs, their distribution throughout the County and their general needs.
- Review existing potential shelter sites regarding compliance with ADA requirements.
- Identify sources for support resources such as durable medical equipment (i.e., wheelchairs, walkers, and canes), personal hygiene supplies, skilled staff (such as translators, persons who can assist with activities of daily living, etc.).
- Ensure language has been incorporated or changed in policy and procedure revisions which allows for service/companion animals in shelters.

During the planning phase, identify the planning assumptions and mass care and shelter needs of the community, including the access and functional needs of residents. This will assist the community in establishing the capabilities for mass care and shelter in the community. Develop

plans and procedures to provide mass care and shelter services to the community. Coordinate, collaborate, train, and exercise with mass care and shelter partners. Identify facilities that can be used as mass care and shelter locations. There are mass care and shelter locations which meet Americans with Disabilities Act (ADA) accessibility. Establish agreements with facility owners and operators. When an incident occurs or is expected to impact the community, assess the numbers of individuals who may require mass care and shelter services. Activate mass care and shelter services when needed in accordance with approved plans and procedures.

Training and Exercise

For the coordinating benefits referenced in this plan to be realized, regular training and exercising is highly encouraged. Warren County Office of Emergency Services will continue to ensure that training courses and/or seminars supporting the existence and implementation of this plan occur regularly. Warren County will also meet with shelter response partner stakeholders annually to address plan training and exercise needs. Needs voiced by shelter response partner stakeholders will be applied to the development and delivery of the plan training and exercise program. Validation of training using exercises will further allow for increased preparedness and readiness in relation to shelter emergencies. Exercises involving shelter protective actions, shelter activation, and/or other related shelter target capabilities will use the plan. After action reports and corrective action plans reports, including shelter capabilities and response, will help to inform the continued maintenance of both the plan and resulting training and exercise components sought to further train and educate staff of shelter response partner agencies.

Response

Emphasis is placed on saving lives, promoting safety and protecting property. Immediate response is accomplished within the affected area by local government agencies and segments of the public and private non-government sector.

- Notify other personnel regarding possible need for resources
- Activate the process of procuring supplies, equipment, and materials needed to support needs
- Designated shelters would be opened and activated as needed
- Mass feeding and water supply
- Registration and identification services
- Service animal care

Following an emergency or incident in Warren County, local jurisdictions identify the need for care and shelter. Warren County Emergency Services will decide which shelter must be activated based on incident specifics. Once it has been determined to open a shelter the following should occur:

- Notification to the American Red Cross
- If the American Red Cross is available to open a shelter, local jurisdictions may provide a liaison to work with the American Red Cross to assist in opening the shelters.
- Public Information Officer (PIO) notifies the public of shelter locations and status.
- 211 needs to be notified when a shelter is open and WCCC

During the response phase, there will be communications with fueling stations and grocers, who will be open to the direct public and able to assist in time of need.

When all of the above needs have been met, the response activities will begin to transition into the Recovery Phase.

Recovery

During this phase emphasis is placed on pre-designating facilities, preparing needed equipment, identifying staffing needs, planning, training, development of Standard Operating Procedures (SOPs), and agreements with counterpart agencies.

Recovery actions will include initial damage assessment, continuation of public services for the access and functional needs population. Many of the services will need to be provided in the response phase, as well as the recovery phase. Entities that were needed to provide services to meet the immediate disaster needs will implement their respective continuity plans to continue services following the initial response.

During the Recovery, emphasis will be placed on cleanup, shelter demobilization, and critiquing operational performance. The Care and Shelter staff will participate in the demobilization and recovery from an emergency; coordinate provision of support to cleanup and recovery operations, as needed, including provision of financial and behavioral health services to individuals and emergency workers, where appropriate.

Long-Term Sheltering

There will be groups (families and individuals) that may require longer term sheltering. This will be dependent on factors that arise due to the type, severity and location of the disaster. If the need for long term sheltering is determined through local assessment then a request for Federal Assistance is made through which temporary housing resources will be provided if a federal disaster is declared. Shelters may be open for an extended time during the recovery period.

Short-Long Term Housing

This is an issue that will be addressed during Preliminary Damage Assessments (PDA's) by local and state governments and again by FEMA subsequent to and after a Federal Declaration. Disaster Recovery Centers will be up and fully operating to assist with needs. (See Resource List)

After Action Reports and Improvement Plan (AAR/IP)

Following the conclusion of any significant emergency event/incident or exercise involving care and shelter operations, the agencies involved with the activities will conduct an AAR/IP of the care and shelter operations during the event/incident/exercise. Support agencies will provide written and/or oral inputs for this critique and Warren County Office of Emergency Services representatives will consolidate all inputs into a final written report.

Plan Maintenance

Warren County Office of Emergency Services will maintain this document. There may be an annual review and update of the plan, unless major changes warrant updated the plan sooner. Selected elements will be updated as needed, including: Names and responsibilities of agencies and other contact information for designated response personnel, stakeholders and resources. Note any changes in operating procedures, organizational structures or policy changes.

Shelter Services

Sheltering in Warren County starts at the local level and is driven by local needs. Communities provide a range of mass care and shelter services to residents depending on the needs of the community and the type of hazard or threat. The mass care and shelter options that local communities can provide include the following:

- Agreements with local hotels/motels, schools and fire departments to open if and when a need arose
- Shelters would have adequate space and communication available
- Shelters that are able to assist with PAFN
- Shelters that are able to assist with service animals
- Shelters that can assist with mental health
- Adequate food and water must be available for those inside shelter
- ADA accessible
- Warming center may be needed

Family Assistance Center

The Family Assistance Center would be opened if there was a need. Security would need to be available as well as a determination as to when to open and how to notify the needed persons that the FAC is open. Once the FAC is open, identification needs to be addressed. Depending on the nature of the incident, it is possible that families of the missing and deceased may need access to these services. In these situations, it is important to ensure coordination with the other centers if they are available, and the State EOC. (See Resource List)

Point of Distribution (PODs)

A Point of Distribution or POD is where the public goes to pick up emergency supplies following a disaster. The need for a POD is based on lack of infrastructure to support normal distribution of food, water, or other supplies. Medical necessities will need to be distributed to those in need as well as food and other commodities. A POD should be able to accommodate vehicle, pedestrian, mass transit traffic, or a combination of all three.

Housing

Financial assistance will be available to those who are eligible. Those who are in need will be able to access other temporary housing.

Emergency Assistance

Emergency Assistance Center's will be open based upon need. There will also be evacuation assistance, and donation management to get donations to those who need them.

Maintaining Independence

Individuals requiring support to be independent in daily activities may lose this support during an emergency or a disaster. Such support may include consumable medical supplies (diapers, formula, bandages, etc.), durable medical equipment (wheelchairs, walkers, scooters etc.) service animals, and/or attendants or caregivers. Supplying needed support to these individuals will enable them to maintain their pre-disaster level of independence.

Supervision

Before, during and after an emergency individuals may lose the support of caregivers, family or friends may be unable to cope in a new environment (particularly if they have dementia, psychiatric conditions, anxiety). If separated from their caregivers, young children may be unable to identify themselves; and when in danger, they may lack the cognitive ability to assess the situation and react appropriately.

Medical Care

Individuals who are not self-sufficient or who do not have adequate support from caregivers, family or friends may need assistance with; managing unstable, terminal or contagious conditions that require observation and ongoing treatment; managing intravenous therapy, tube feeding, and vital signs; receiving dialysis, oxygen, and suction administration; managing wounds; and operating power dependent equipment to sustain life. These individuals require support of trained medical professionals.

Legal Council

The New York State Bar Association lawyer referral service can be contacted at 1-800-342-3661. Information regarding replacing important legal documents can be found on the Warren County Emergency Services website.

Transportation

Individuals who cannot drive or who do not have access to a vehicle may require transportation support for successful evacuation. This support may include accessible vehicles (e.g., lift-equipped or vehicles suitable for transporting individuals who use oxygen).

When considering transportation during a mass care event some considerations include:

- Who might need transportation and how to reach them
- Mobility of PAFN
- Consider transportation needs before trying to evacuate or transport someone
- If the individual being transported uses oxygen, secure oxygen tank and ensure there are no ignition sources on the vehicle. Be sure the driver knows as well. No smoking.
- If transporting families, keep the family unit together.
- Include caregivers or personal care attendant, if applicable.
- Include service animals, if applicable.
- Bariatric population and how to properly transport them
- Those involved in an MVA and their mode of transportation is suddenly not available
- When leading the visually impaired, remember to;
 1. Allow the blind person to grasp the back of your upper left arm, just above the elbow.
 2. Walk at a normal pace as the person walks 1/2 step behind you but to your left.
 3. As you approach a door, say which side (left or right) the door opens so that the person can catch the door and help open it and/or close it.
 4. As you approach a drop-off or steps, slow down just a bit so that the person has time to feel your elbow go up or down as they judge the step also.

5. Pull your arm slightly behind you when approaching a crowd or a narrow passage. This lets the person know he needs to drop back a step and walk more in line behind you.

Communication

People with speech disabilities, individuals with cognitive difficulties, very young children, anyone under severe stress, people with significant hearing loss or anyone with limited English proficiency may not be able to use audible and/or intelligible speech to communicate. People who have difficulty speaking may also have difficulty understanding what other people are saying. People with communication limitations are a vulnerable population in any emergency or disaster. It is important to clearly establish identification and purpose of those giving assistance.

In the Blind-Deaf community, using your finger to draw an “X” on the person’s back, or near his or her shoulder, is a widely used indication that there is an emergency and that he or she should trust and follow you.

Warren County has a Hyper-Reach program to assist in notifying citizens in the event of local emergencies or community alerts. TTY/TDD phones that allow people who are deaf or hard of hearing to communicate over the phone, are available through a partnership with the Glens Falls Association of the Blind as well as interpreters are available to assist with the deaf.

ACRONYMS

AAR	After Action Report
ADA	Americans with Disabilities Act
ARC	American Red Cross
CEMP	Comprehensive Emergency Management Plan
DAC	Disaster Assistance Center
EMS	Emergency Medical Services
EOC	Emergency Operations Center
ERC	Emergency Response Coordinator
FEMA	Federal Emergency Management Agency
HOH	Hard of Hearing
ICS	Incident Command System
JIC	Joint Information Center
MVA	Motor Vehicle Accident
NIMS	National Incident Management System
NRP	National Response Plan
OES	Office of Emergency Services
PAFN	People with Access and Functional Needs
PIO	Public Information Officer
POD	Point of Distribution
PSA	Public Service Announcements
RACES	Radio Amateur Civil Emergency Services
SAIL	Southern Adirondack Independent Living Center
SOP	Standard Operating Procedures
TTY/TDD	Text Telephone/Telecommunication Device for the Deaf
VOAD	Volunteer Organizations Active in Disasters
WCCC	Warren County Communications Center
211	Database that connects the public to existing health and human service programs